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ABSTRACT

The four sections of this final report, which follow the initial executive summary, present outcomes of Massachusetts' 2-year effort to strengthen and expand high quality, affordable day care services. Section I focuses on the supply of and demand for day care services in the state. Section II explores aspects of public and private partnerships, ways cities and towns can support day care, the role of public schools in providing day care, the Commonwealth as employer, and the establishment of child care resource and referral agencies. Section III discusses resource and referral services for parents and providers, state training initiatives, improved wages for day care workers, staff qualifications and day care center regulations, the process of improving health awareness in day care, the strengthening of family day care, regulations for school-age child care, and liability insurance. Section IV concerns the cost of high quality care, the central role of child care in the success of the Employment and Training CHOICES program for recipients of public aid, subsidized day care for working families, and aspects of the development of new partnerships for affordable day care. Related materials, including lists of individuals involved in the initiative, diagrams of the state government's role in day care in 1987, and a table indicating state spending for day care from 1985 through 1987, are appended. (RH)

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Final Report of the Governor's Day Care Partnership Initiative

PARTNERSHIPS
FOR
DAY CARE

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June, 1987

Governor's Office of Human Resources
Commonwealth of Massachusetts
Michael S. Dukakis, Governor

Final Report of the Governor's Day Care Partnership Initiative

PARTNERSHIPS FOR DAY CARE

June, 1987

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Final Report of the Governor's Day Care Partnership Initiative

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EXECUTIVE DEPARTMENT
STATE HOUSE • BOSTON 02133

MICHAEL S. DUKAKIS
GOVERNOR

June 25, 1987

Dear Friends:

I am pleased to present this report of my Day Care Partnership Initiative, one of the most significant efforts on behalf of children and families undertaken during my years as Governor of the Commonwealth of Massachusetts.

In January, 1985, I established the Governor's Day Care Partnership Initiative to increase the supply and improve the quality of affordable day care for the families of the Commonwealth, based on the recommendations made to me by the Day Care Partnership Project in 1984.

This report chronicles the progress of this two-year Initiative. As you will see in the report that follows, our commitment has turned into real accomplishments for children, families and the profession of child care. We are proud of these accomplishments which could not have been achieved by state government alone. Only true partnership with those outside of state government made it possible to succeed.

The partnership and my commitment to day care will continue as we establish the Commonwealth's first Day Care Policy Unit in the Executive Office of Human Services.

I am confident that we will continue to build on our achievements to assure the development of affordable, quality day care in Massachusetts.

Sincerely,

Michael S. Dukakis

A Message From Ethel McConaghy

June 25, 1987

Dear Colleagues:

The Governor's Day Care Partnership Initiative has been a very exciting and productive period for day care in the Commonwealth. Governor Dukakis has made day care a priority human service and a key component in his employment and economic policies.

The Partnership Initiative has worked to implement the most comprehensive day care plan to date for Massachusetts. Major steps were taken to strengthen, improve and expand the existing day care system. A statewide network of Resource and Referral agencies is a centerpiece of the plan. New day care programs have been developed with numerous new partners--including employers, public schools and housing authorities. Teachers' salaries have been increased and training opportunities expanded. An intersecretariat structure within state government to assure a coherent and comprehensive state day care policy has been established as the plan recommended.

Although progress was made, we have a long way to go towards our goal of affordable, good quality care for all families who need it. Affordability has been a major stumbling block and an in-depth study on the economic impact of day care is now underway. Since the Governor's Day Care Partnership Initiative began, the Department of Education has become increasingly interested in early childhood education programs. Communication and collaboration between the schools and the day care community needs encouragement and guidance.

I want to acknowledge the members of the Advisory Committee who gave so generously of their time and expertise. It was my privilege to work closely with them and to be chairperson of our Advisory Committee.

On behalf of the Advisory Committee, I want to again thank Governor Dukakis for his commitment to day care. His leadership has made a real difference to the children of Massachusetts.

Sincerely,

Ethel McConaghy

Ethel McConaghy
Chairperson, Advisory
Committee to the Governor's
Day Care Partnership
Initiative

An Introduction to the Governor's Day Care Partnership Initiative

On January 22, 1985, Governor Michael S. Dukakis announced the Governor's Day Care Partnership Initiative--a two-year program to strengthen and expand high quality, affordable day care for the families of the Commonwealth of Massachusetts. The Governor announced that "over the next two years, state government will take leadership in improving the availability and quality of child care and encouraging other sectors to get involved." He foresaw new partnerships with business, labor, local government, schools, higher education, day care providers and advocates to develop day care resources in each community.

The workplan for the Initiative was prepared in the preceding year by the Governor's Day Care Partnership Project, led by chairpersons Joan Quinlan, the Governor's Advisor on Women's Issues, and Senator Gerard D'Amico, co-chair of the Legislature's Committee on Education, along with Project Director Sheryl Adlin. The work of this planning group was presented to the Governor in the Final Report of the Governor's Day Care Partnership Project, January, 1985.[1] The report presented thirty recommendations for increasing supply, improving quality, making day care more affordable and improving coordination among the state agencies responsible for day care policy, purchasing and licensing. The recommendations began with a call for a statewide network of child care resource and referral agencies to address supply, quality and resource issues locally.

The new Initiative was directed by the Governor's Office of Human Resources to assure the Initiative had the intersecretariat and interagency coordination needed to launch its ambitious program. A Day Care Cabinet was established consisting of senior members of the Governor's staff, the Secretaries of Communities and Development, Economic Affairs, Human Services and Labor and the Commissioner of Education. A Day Care Working Group was convened each month to bring together the program managers from the numerous state agencies and offices engaged in carrying out the Initiative. (The members of both groups are named in the Appendix.)

A framework for improved access and communications with persons in the private sector was put into place. Governor Dukakis appointed a citizens' Advisory Committee to the Initiative with representatives from all spheres of the private sector having an interest in the state's day care policy. Four members of the state legislature with strong commitments to improving day care were also appointed to the Advisory Committee. (See Appendix for membership list.) The Advisory Committee concentrated on difficult issues of long-term importance to day care such as the role of the public schools and the high costs of providing quality day care (often called the "affordability" issue). Several ad hoc and standing subcommittees were formed to develop these issues for the membership. The state's spending for day care was also an important topic and much attention was given to budget recommendations. Programs were organized and recommendations on these and other issues were prepared for the Governor. The Executive Office of Human Services and the Office for Children also formed advisory groups to address issues that arose from the operaiton of their various day care programs.

Governor Dukakis' strong commitment to day care has been evident in his insistence on quality child care as an essential

part of his Employment and Training CHOICES (E.T.) program for parents on welfare, his budget recommendations to increase the state's investment in day care services, his advocacy for day care with the insurance industry and his presence at many day care openings and events. His Office of Human Resources, in addition to overseeing state implementation of the day care plan, has served as the focal point for state government's response to new issues affecting day care such as the sudden unavailability of liability insurance.

During the two years of the Governor's Day Care Partnership Initiative, the state budget for day care rose by 50%, from $67.1 million in FY'85 to $101.1 million in FY'87. Almost all (85.5%) of this budget goes to purchase day care services for the children of low-income working families or families in crisis or with special needs. Of the $34 million increase in day care accounts during the Initiative, 91% went to strengthen and expand the state's purchase of day care services including eight million dollars for wage improvements to stem the loss of skilled child care workers which undermines the basic quality of care. (A summary of state spending for day care in FY'85-FY'87 is in the Appendix.)

In the summer of 1986, the Advisory Committee sponsored a four-part forum on the question of whether a new lead agency for day care in state government would be needed to succeed the Governor's Office of Human Resources after the Initiative. Representatives from the legislature, the administration and interested organizations were invited to discuss whether such a lead agency was needed, its possible functions, scope and powers, and finally, its location in state government. The four sessions resulted in consensus on the need for a highly placed office to coordinate day care policy and programs, and to do long-range planning, budget and policy development, public relations and crisis intervention. The work of the Forum was brought back to the Advisory Committee and discussed at its

September, October, November and December, 1986, meetings. The Advisory Committee finally formulated a recommendation to the Governor that a day care policy office be established at the Executive Office of Human Services with certain requirements.

A new Day Care Policy Unit has now been established at the Executive Office of Human Services where the gains made during the two-year life of the Governor's Day Care Partnership Initiative will be continued and made permanent. This new unit will assume responsibility for intersecretariat and interagency coordination on day care policy issues and will continue to encourage partnerships with the private sector and local government. The unit will work on all aspects of day care to achieve the goal of making good quality services available, accessible and affordable to all families needing day care for their children.

Executive Summary
Final Report of the Governor's Day Care Partnership Initiative June, 1987

Governor Michael S. Dukakis launched the Governor's Day Care Partnership Initiative in January, 1985, to strengthen and expand high quality, affordable day care for the children and families of Massachusetts. The Initiative called for the creation of partnerships with the private sector and local governments to mobilize new resources for day care, and for state leadership in developing policy, improving the quality of care and subsidizing care for low-income families and families in crisis.

PARTNERSHIPS FOR DAY CARE

In Massachusetts, day care has taken on economic importance as women are entering the workforce in increasing numbers. By 1980, 52% of all Massachusetts women were in the workforce. Among women with children under age six, 41.8% were employed outside the home in 1980, an increase of 30% from 1970. According to national data, labor force participation of women with children under age six had reached 54% by June, 1986. The changing composition of the workforce, and a concern for the well-being of children and families, creates a serious need for more day care that is safe, of high quality and affordable to working families.

Governor Dukakis and the state legislature have given day care high priority. Over the two years of the Initiative, state spending for day care grew by 50%, from $67.1 million in FY '85 to $101.1 million in FY '87--with over 90% of the increase for the purchase of day care services for low-income families or families in crisis.

MAJOR ACCOMPLISHMENTS

I. CREATING MORE DAY CARE

1. A new statewide network of twelve CHILD CARE RESOURCE AND REFERRAL AGENCIES has been established offering services at twenty sites across the state.

- Each resource and referral agency serves as a local broker to mobilize resources and engage local leadership in meeting day care needs.

- Core services at each agency include helping parents find suitable day care, improving quality through training and technical assistance to providers, recruiting providers, developing new day care services and collecting supply and demand data to identify local needs and to inform future statewide and local day care planning efforts.

2. The number of licensed day care places for children has grown by 15,058 places or 15% since 1984 to reach a total of 112,971 places by December, 1986.

3. Over 8,000 children of former or current AFDC recipients are now receiving day care services as part of their parents' participation in Employment and Training CHOICES, a program that has led to economic independence for over 30,000 former welfare recipients.

4. Acting in its capacity as a model employer, the Commonwealth selected six state-owned facilities to build new day care centers for the childen of state employees and adopted procedures to include day care needs in all future facility planning.

- The Commonwealth opened a new day care center for 48 children of state employees in the state's Transportation Building in June 1986, bringing the total number of day care centers operating in state buildings to 30.

5. A Corporate Child Care Program established by the Secretary of Economic Affairs has provided information and technical assistance on child care issues in the workplace to over 200 employers.

6. Ten worksite day care centers were opened by private-sector employers for their employees in 1985-1986, bringing the total number of private-sector worksite day care centers in Massachusetts up to 26, with total licensed capacity for 1,388 children.

7. The nation's first and largest loan fund to stimulate employer investment in day care centers for employees was announced by the Massachusetts Industrial Finance Agency in 1986 as a $750,000 pilot program.

8. New England Telephone announced a matching commitment of $750,000 to provide capital improvement grants to the Commonwealth's day care centers.

9. 950 new day care spaces were funded for children in public housing developments by the Executive Office of Communities and Development.

10. Pilot programs were established to encourage expansion of school-age child care programs for latch-key children in nine commmunities and to develop day care programs for the children of teen parents in eight communities.

II. CREATING SAFE, HIGH QUALITY DAY CARE

1. Wages were raised an average of 32% for day care workers employed in programs with state contracts, bringing the average salary of a day care worker in a participating center up to $16,600.

2. The daily rate paid to family day care workers was raised by 41% from $8.50 to $12.00 a day for each child receiving state-subsidized day care.

3. Over 20,000 parents received help in finding day care from Child Care Resource and Referral agencies between July 1985 and March 1987.

4. Training opportunities for day care workers were expanded and over 1,500 additional workers participated in state-subsidized training conferences and workshops in 1985-86.

5. Over 30,000 child care workers participated in local training programs offered by the Child Care Resource and Referral agencies between July 1985 and March 1987.

6. Child Care Resource and Referral agencies received funding to develop the following needed training materials:

- a course for Cambodian refugees on starting a family daycare home;
- Spanish language courses on child development to meet Office for Children teacher requirements;
- a slide and tape show plus written materials on designing home environments for family day care; and
- a manual for day care administrators on financial and personnel administration.

7. A central registry of courses approved for day care teacher certification has been established by the Office for Children to simplify the evaluation of teacher qualifications. The Office is also updating its regulations on staff qualifications and on the prevention and reporting of child abuse and neglect.

8. Comprehensive regulations for school-age child care have been prepared and seven additional licensors have been added to begin the state's regulation of these programs.

9. Family day care homes will be regularly inspected by the Office for Children at the time of initial licensing and every two years thereafter. By the end of 1987, all of the 9,500 family day care homes in Massachusetts will have been visited. Twenty-one new licensors have been added to improve family day care licensing.

10. Family day care homes in Worcester County are participating in a three-year demonstration project conducted by the Department of Public Health to address health and safety issues in family day care settings.

11. A comprehensive health manual, entitled *Health in Day Care: A Guide for Day Care Providers*, was completed in 1987 and offers guidance on all major health and safety issues.

12. In response to the Governor's appeals to the industry, liability insurance has become more available with the introduction of new policies by two major insurers in Massachusetts and with the creation of the Massachusetts Market Assistance Plan.

III. CREATING AFFORDABLE DAY CARE

1. As of March, 1987, Massachusetts was subsidizing day care through vouchers for 8,329 children of former or current AFDC recipients participating in the Employment and Training CHOICES program, a major increase over the 2,900 children subsidized in June, 1985.

2. Day care for another 13,524 low-income children is being subsidized by the state through contracts with day care centers and family day care systems. Ninety-five percent of these children's families earned less than $10,000 a year in 1985.

3. State-subsidized day care is also provided to 3,988 children with protective, preventive or special needs, under a program known as Supportive Day Care.

4. The Office for Children and the United Way of Massachusetts Bay are jointly sponsoring a study of the "affordability" issue in day care, which will include a statewide survey of 500 families to determine their day care needs, costs, resources and preferences.

5. A pilot Affordability Scholarship Assistance Program was created in 1987 to offer day care scholarships to families ineligible for other subsidies, yet needing financial help to purchase day care services. The scholarships were awarded through lotteries conducted by six Child Care Resource and Referral agencies.

Acknowledgements

This report was written by Heidi Urich, Coordinator of the Governor's Day Care Partnership Initiative, with assistance from Dennis J. Thomson, Deputy Director, and Constance Williams, Chief Policy Analyst, of the Governor's Office of Human Resources.

Special assistance on sections pertaining to programs and agencies under the Executive Office of Human Services was provided by Joyce Sebian, Nancy Kaufman and Sheryl Adlin.

This report could not have been written without the real accomplishments of the many participants in the Governor's Day Care Partnership Initiative.

On the private side of the partnership was the highly committed group of individuals assembled under the umbrella of its Advisory Committee. While they are individually identified in the Appendix, we thank them here at the outset. Leadership was very ably provided by the Committee's Chairperson Ethel McConaghy and Steering Committee members Richard Ardizzone, Douglas Baird, Bruce Johnson, Sara Kelley and Patty Hnatiuk. We would also like to recognize private-sector corporate participants in the partnership--employers such as Grieco Bros., Inc. of Lawrence; Hill, Holliday, Connors, Cosmopulos of Boston; Stride Rite of Cambridge and Boston; real estate developers Thomas Flatley and Arthur Nelson; and corporate contributor New England Telephone. The Massachusetts Association of Day Care Agencies, the Child Care Coalition, the Family Day Care Affiliates, the Massachusetts Association of Family Day Care Providers, District 65 U.A.W. and the Statewide Advisory Council Day Care Committee have also been active participants and provided leadership on many issues.

Leadership on the public side of the partnership came from the Day Care Cabinet convened by Catherine M. Dunham, Director of the Governor's Office of Human Resources. The Day Care Cabinet consisted of Philip W. Johnston, Secretary of Human Services; Amy Anthony, Secretary of Communities and Development; Joseph Alviani, Secretary of Economic Affairs; Evelyn Murphy, Lieutenant Governor and former Secretary of Economic Affairs; Paul Eustace, Secretary of Labor; Joan Quinlan, Governor's Advisor on Women's Issues; Robert Schwartz, Special Assistant to the Governor for Educational Affairs; Harold Raynolds, Jr., Commissioner of Education; John Lawson, foermer Commissioner of Education; and Nancy Kaufman, Assistant Secretary of Human Services.

Monthly direction and coordination were provided by the interagency Day Care Working Group convened by Heidi Urich. Staff members from numerous agencies participated in the Working Group and workded in their agencies to bring about many of the accomplishments of the Day Care Partnership. Although they are named in the Appendix, we want to recognize some of the central contributors here: Joyce Sebian, Pat Cronin, Happy Green, Carolyn Britt, Bruce Hershfield, Susan Fletcher, Ronnie Sanders, Abby Shapiro Kendrick, Mike Nardone, Amy Schectman, Linda Snyder, Gordon King, Ann Laredo, Sheree Bryant and Naomi Goldstein.

Special thanks are due to Linda Joyce-Smith and the Publications and Outreach Unit of the Department of Public Welfare for their extraordinary efforts in the production of this report.

I. The Need for Day Care: Supply and Demand

PARTNERSHIPS
FOR
DAY CARE

I.

The Need For Day Care: Supply and Demand

The majority of Massachusetts families with young children are in need of some form of regular non-parental child care as a necessary support to the basic functioning of the family. For the 20% of Massachusetts households with children headed by a single parent, parental employment is usually the only alternative to poverty. For these families, good, reliable, affordable child care is a necessity. In the remaining 80% of households with children, good, reliable, affordable child care is also necessary. National data indicates that 54% of mothers with children under 6 are in the workforce--four times the 1950 level--and that over 70% of mothers with school-age children are in the workforce.

The need for child care is expected to increase as mothers constitute the fastest growing segment of the workforce. During 1985, according to the Bureau of Labor Statistics, the total number of families with school or preschool children rose by 460,000 while the number with employed mothers increased by 765,000 to 18.2 million.

There has been substantial growth in licensed day care in Massachusetts over the last ten years. The total capacity has more than doubled--from 52,020 licensed day care places for children in 1977 to 112,971 in December, 1986--with the greatest growth occurring in family day care. Between 1984 and 1986, the number of day care places for children has grown by 15,058 places or 15%.

Although growth has been greatest over the years in family day care, about 60% of the total supply of licensed day care in Massachusetts is in day care centers.

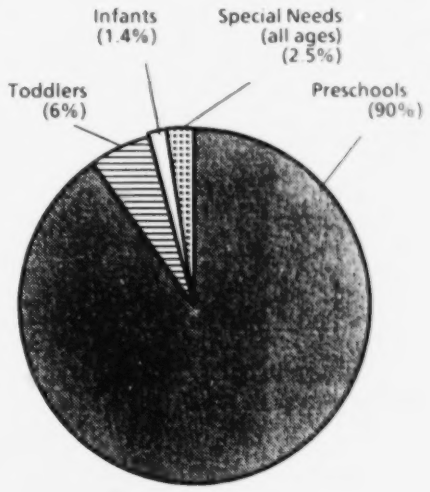
LICENSED CAPACITY OF DAY CARE CENTERS AND FAMILY DAY CARE HOMES IN MASSACHUSETTS JANUARY, 1987

	NUMBER OF CENTERS/ HOMES	NUMBER OF PLACES FOR CHILDREN	PERCENT OF CHILDREN
LICENSED DAY CARE CENTERS	1,870	68,590	60.7%
LICENSED FAMILY DAY CARE HOMES	9,523	44,381	39.3%
TOTALS	N/A	112,971	100%

Source: Office for Children

Within day care centers, the age program with greatest rate of growth in enrollment has been infant care. Between December, 1984, and December, 1986, infant enrollment grew by 25%, whereas toddler enrollment grew by 10%, preschool enrollment grew by 12% and special needs enrollment saw no increase. Nonetheless, most center-based day care still serves the preschool population.

Enrollment by Age Group in Licensed Day Care Centers
December, 1986



Source: Office for Children

The number of licensed spaces does not tell the whole story on the supply of day care. There is much more day care available than licensing data shows. Several thousand school-age children receive care in after-school and before school programs run by community centers, community schools, day care centers, etc., which are not yet licensed and therefore are not counted by the Office for Children. Many families rely on relatives, friends and neighbors for day care. Informal and cooperative child care arrangements have traditionally been the dominant form of day care and are still widely used and often preferred. However, the economic forces which fuel the demand for day care are reducing the availability of non-employed relatives, friends and neighbors.

Furthermore, the supply of day care indicated by licensing data needs to be qualified. There is less full-time care available than the numbers suggest. Forty percent of licensed

day care centers ("group day care") are nursery schools and Head Start programs which only offer half-day programs. A number of licensed family day care homes are inactive or take fewer children than their licenses allow.

More information on day care supply and demand will soon be available through the new statewide network of Child Care Resource and Referral agencies. The creation of this network was a major goal of the Day Care Initiative and is expected to generate better information than has been previously available. There are now 12 Child Care Resource and Referral agencies whose reach covers every community in the Commonwealth. These new agencies are central to the state's plan to continue to expand supply and improve the quality of child care. Each agency has begun to assemble current and comprehensive information on existing child care services and to document parents' needs as they are expressed in the course of information and referral sessions. More information on the various services provided by the Child Care Resource and Referral agencies will be found in subsequent sections of this report.

There are now 12 Child Care Resource and Referral agencies whose reach covers every community in the Commonwealth. These new agencies are central to the state's plan to continue to expand supply and improve the quality of child care.

II. Creating More Day Care

PARTNERSHIPS FOR DAY CARE

II.

Creating More Day Care

The efforts of the Governor's Day Care Partnership Initiative to increase the supply of day care facilities have brought about many new partnerships with the private sector and local government. In addition, the new statewide network of Child Care Resource and Referral agencies has been designed to carry on the partnership-building effort at the local level over the coming years.

Public/Private Partnerships

Growing recognition of the economic dimensions of day care has stimulated interest in child care as a workplace issueamong private sector employers, real estate developers, labor unions and the state's quasi-public industrial finance agency.

Employer Supported Child Care

During the two years of the Governor's Day Care Initiative, the Secretary of Economic Affairs took an active role in encouraging business participation in day care through a new Corporate Child Care Program which offers technical assistance and information to employers. In 1985 and 1986, the Corporate Child Care Program co-sponsored 13 educational forums across the state on corporate child care options and provided individual consultation to over 200 companies. The program is slated for expansion and is expected to reach many additional companies in FY'88. [2]

In 1985 and 1986, the Corporate Child Care Program co-sponsored 13 educational forums across the state on corporate child care options and provided individual consultation to over 200 companies.

The new statewide network of Child Care Resource and Referral agencies is working with the Corporate Child Care Program to provide local information and assistance to employers.

By the end of 1986, Massachusetts had forty worksite day care centers sponsored by employers, private and public, for their employees--plus another 36 day care centers serving employees and students on college campuses. In 1985 and 1986, the number of private-sector, worksite day care centers in Massachusetts grew from 16 to 26, bringing the total number of licensed day care places in private employer-sponsored centers to 1,388. Two of these centers were opened by real estate developers in executive office parks as an "amenity" for employees of tenant companies. This may prove to be an important innovation along with recent efforts to organize multi-company day care consortia for employees of small and middle-sized companies.

Employers have also begun to help workers in other ways. Employers can now help their employees find child care through specialized child care information and referral services. During 1985 and 1986, the number of firms contracting for this service for their employees rose from 6 to 28. Employers are also able to help employees pay for child care by establishing a tax-free flexible benefit or salary reduction plan. At least 14 Massachusetts companies established such plans during 1985 and 1986, and more are expected to follow now that the scope of federal tax reform is known. Day care vouchers are another significant child care benefit being offered by employers, particularly for lower-paid workers. Four companies in Massachusetts presently offer such vouchers. Information and referral services and voucher management are offered by some of the Child Care Resource and Referral agencies to companies on a contractual basis.

Many more companies are assisting employee-parents through revised personnel policies such as lengthened and subsidized maternity/paternity leaves, part-time and flex-time arrangements and permitting the use of sick days for a child's illness. (See Appendix for "Employers Supporting Child Care Programs in Massachusetts in 1986.")

At Grieco Bros., Inc. in Lawrence, workers belonging to the Amalgamated Clothing and Textile Workers Union voted to contribute one penny per hour for one year to the start-up costs of a worksite day care center, Merrimack River Community Child Care, Inc. Contributions were also made by the owners of Grieco Bros., Inc., a manufacturer of men's clothing, the City of Lawrence, local foundations and businesses. The Massachusetts Industrial Finance Agency provided financing. Technical assistance came from the Massachusetts Executive Office of Economic Affairs and the Child Care Circuit, the local Child Care Resource and Referral agency. The Massachusetts Department of Social Services subsidizes tuition costs for a number of low-income families. A spacious 53-child day care center opened in January, 1986, in specially renovated quarters on the ground floor of the Grieco Bros. plant.

MIFA's Corporate Child Care Loan Fund

A special loan fund has been created to stimulate employer investment in worksite day care facilities. In 1986, the Massachusetts Industrial Finance Agency (MIFA), a quasi-public corporation, allocated $750,000 to establish a pilot program of subsidized loans targeted to smaller companies, consortia of companies and non-profit organizations. Intended to stimulate employer investment in worksite day care facilities, MIFA's Corporate Child Care Loan Fund is the first and largest fund in the country designed to encourage employer sponsorship and construction of day care centers. To date, two centers have been completed with assistance from this fund, one has received a commitment of funds and over 100 inquiries have been received.

Intended to stimulate employer investment in worksite day care facilities, MIFA's Corporate Child Care Loan Fund is the first and largest fund in the country designed to encourage employer sponsorship and construction of day care centers.

MIFA also commissioned a survey of small and middle-sized companies which are former clients of the agency's Industrial Revenue Bond program. In-depth telephone interviews with executives of 75 companies were conducted to determine company plans and views on dealing with employees' child care needs. The results were compiled in a report, *Corporate Child Care Initiatives: The Potential in Employer Involvement in Child Care Programs.* Among the report's numerous findings is that employer interest in establishing child care facilities is motivated mainly by external, rather than internal, concerns. External concerns include ability to recruit workers and public image in contrast to internal concerns such as productivity and absenteeism.[3]

Corporate Contributions

Soon after the announcement of MIFA's loan fund, New England Telephone offered to make a matching contribution in support of day care in the Commonwealth. On May 14, 1986, New England Telephone announced a $750,000 gift to day care, the largest grant ever made by the company for a single purpose. The grant will fund capital improvements

and large equipment pruchases for non-profit day care centers in Massachusetts over a three-year period.

In 1986, New England Telephone awarded $250,000 to 15 day care agencies for projects such as a new furnace and new playground equipment. For 1987, over 225 proposals have been received for the $250,000 which will be awarded. The number of applications reflects the level of need for financial assistance among day care centers.

"New England Telephone is proud to take a leadership role in response to Governor Dukakis' call for private and public partnerships that support day care in the Commonwealth."

--Gerry Freche, President and Chief Executive Officer, New England Telephone

Over the years companies such as the Polaroid Corporation and John Hancock Mutual Life Insurance Company have been generous contributors to community day care centers. It is hoped that more companies will follow these examples.

Labor Support for Day Care

Labor leaders and employee groups have found an ally in the state's Executive Office of Labor in bringing attention to child care issues at the workplace. The Secretary of Labor has taken the position that child care is not a women's issue, but a legitimate need of today's workforce that must be recognized, just as health care, workers compensation, disability, pensions and overtime were recognized earlier as legitimate workplace issues. As part of the Initiative, the Executive Office of Labor provides direct consultation to employee groups, printed resource materials and assistance at conferences. A packet entitled *Child Care Options for the Workplace* was developed in 1986 to assist employee groups.[4]

Over the last two years, labor-management committees on child care have begun to emerge through the collective bargaining process (e.g., Service Employees International Union, Local 285; Restaurant and Hotel Workers', Local 26). Some unions surveyed child care needs among their members (e.g., IUE, Local 201) or contracted for child care information and referral services for their members (Utility Workers' Union, Local 387). Several unions representing state

employees made child care a high priority in recent collective bargaining with the Commonwealth and obtained funding for child care (the Alliance, AFSCME, SEIU, NASE Unit 1 and MOSES). As described above, a new day care center was established at Grieco Bros., Inc. in Lawrence with contributions from union members. In Fall River, the ILGWU is working with the area's needle trade employers to develop a day care system that meets employers' and employees' needs.

Cities and Towns

At the local level, partnerships are being built with housing authorities, school districts and municipal governments to increase the supply of child care. Due to a provision in the Massachusetts Constitution, the Commonwealth cannot fund construction of child care facilities by means of grants to private operators--be they for-profit or non-profit. However, the Commonwealth can fund public agencies to improve publicly-owned property for child care uses, most notably schools and public housing.

Public Housing Authorities

The Executive Office of Communities and Development has committed over $2.5 million in grants to local housing authorities to help renovate space in public housing developments for new day care centers and to help prepare more tenants to become licensed family day care providers.

Public housing authorities across the state have been encouraged to submit proposals to the state for child care projects to benefit families living in public housing. The Executive Office of Communities and Development has committed over $2.5 million in grants to local housing authorities to help renovate space in public housing developments for new day care centers and to help prepare more tenants to become licensed family day care providers. To date, 22 of the 39 housing authorities in Massachusetts with 100 or more family units have participated in this program. In FY'86, the minimum number of family units required of applicants was reduced in response to the needs of rural communities.

State funds are also being used to increase the number of family day care homes in public housing developments by

offering training to tenants who wish to become family day care providers, by improving their apartments to meet licensing standards, and by upgrading nearby tot-lots and playgrounds to provide outdoor play space.

A total of 520 spaces for children in day care centers and 133 spaces in family day care homes have been added to the state's stock of child cares services through this program during the two years of the Day Care Initiative. Another 300 new spaces for children in day care centeres were funded but not yet completed by December, 1986.

In starting new day care centers, the local housing authorities provide the space and oversee the program and the Executive Office of Communities and Development provides funds for renovation, purchase of equipment and some start-up costs. Since many parents in public housing cannot afford to pay fees sufficient to cover the operating expenses of these programs, the state's Department of Social Services (DSS) is informed of the planning of new centers so that DSS contracts will be available to subsidize day care fees of eligible low-income families.

At the Washington-Beech Community Day Care Center, in the Roslindale area of Boston, a full-day day care/kindergarten program was created through a unique partnership among the state's Executive Office of Communities and Development, the Boston Housing Authority, the Boston School Department, the state's Department of Social Services and the Committee for Boston Public Housing. The space is provided in a public housing development by the Boston Housing Authority. Funds for renovating the space came from the state. The Boston School Department provides two teachers and curriculum for the kindergarten portion of the day. The state subsidizes tuition for the day care portion for 24 low-income children.

Community Development Block Grants

The federally-funded Community Development Block Grants program offers cities and towns a mechanism to provide much needed initial funding for day care facilities, including costs of new construction and rehabilitation of existing public buildings for day care use.

In 1985, the community of Belchertown received a grant of $208,000 from the Small Cities Community Development Block Grant program, managed by the Executive Office of Communities and Development, to construct a new building to house and expand existing day care services. The new building, built on land donated by the town, will serve about 180 children and is a source of pride for the community.

The City of Gardner used the same grant source to rehabilitate a publicly-owned building for day care space.

Zoning and Family Day Care

Cities and towns can also support day care by not placing unnecessary conditions or restrictions in their zoning law on the use of private homes for family day care. Licensed family day care homes represent almost 40% of the state's licensed day care capacity and are the preferred form of child care for many parents, especially for the care of infants and toddlers. The existence of the family day care option for parents in many communities has been jeopardized and, in at least one town, eliminated by operation of the local zoning code.

A survey and report on the zoning issue was prepared by the Executive Office of Communities and Development in 1985 and later transmitted to the Office for Children's Family Day Care Issues Task Force for further action. Through a collaborative process involving the task force, the Massachusetts Municipal Association, the Office for Children, the Governor's Office and several state legislators, an amendment to the state's Zoning Act was drafted which balances the need for a sufficient supply of quality day care with protection of local control over land use.

The proposed amendment states that the use of a residence as a licensed family day care home is an allowed use under all local zoning laws except where the city or town expressly acts to regulate or prohibit family day care. Since the great majority of local zoning laws do not mention family day care, this amendment would have the effect of changing the present presumption that any such use is illegal to a new presumption that family day care use is legal. Two bills containing this proposed amendment were filed in the 1987 legislative session and are pending.

Public Schools

Early Childhood Grants

The role of public schools in providing child care is also expanding as a result of current trends in education. A new nation-wide interest in early childhood education, stimulated by research demonstrating long-term benefits for participating students, is reflected in the state's new early childhood incentive grant program, created as part of the Massachusetts Public School Improvement Act of 1985, Chapter 188.

The state's approach to early education recognizes that education does not occur in isolation from the child's total development or apart from the child's family context. It further recognizes that day care and early education are not mutually exclusive, but rather that day care is a form of early education with extended hours.

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The early childhood grants have been made available to local school districts for planning and operating new programs to meet the developmental and educational needs of children ages three through six. The law requires that 75% percent of the funds be targeted to low-income sites. The first round of grants was made in June, 1986, to 140 school districts, largely for planning. A total of $10.2 million is available during the 1986-1987 fiscal year. Collaboration between school officials and child care experts in a number of cities and towns is beginning to produce new full-day and part-day programs accessible to the children of working parents.

An example of what is possible is found in the Boston school system's Early Learning Center in Brighton which opened in May, 1987, with state funding. The center is located in a former elementary school and offers preschool and kindergarten classes as part of a full day program. It is open from 7:30 a.m. to 6 p.m., serves breakfast and lunch and

operates year round. It clearly meets the needs of working parents, as demonstrated when it opened with full enrollment and a waiting list of 123 families.

The Early Childhood Grant program is administered by the Department of Education and requires participating school districts to form advisory councils with day care representation from the local Child Care Resource and Referral agency. Representatives of the day care community also sit on the Early Education Advisory Council to the state's Board of Education.

Schools as Community Resources

Public schools have also played a role in meeting local child care needs through use of their facilities as community resources. The Massachusetts Board of Education affirmed the legitimacy and importance of making school facilities available for community programs in its 1979 *Policy Paper on Community Education*. [5] Communities such as Brookline, Cambridge, Lexington, Framingham, Amherst and Westfield have made space available in school buildings to non-profit, community groups to run day care centers, Head Start programs and school-age child care programs.

State funds for construction and renovation of public school facilities are available for child care purposes on the same terms as for other educational purposes. This policy was clarified by the Department of Education at the request of the Day Care Initiative. These funds are administered by the School Building Asssistance Bureau in the Department of Education. Funding for smaller scale improvements to adapt public school facilities for child care purposes may be sought through the Department of Education's early childhood grant program, described above.

Expanding School-Age Child Care

School facilities offer an obvious setting for school-age child care programs that serve the growing number of unsupervised

children of school age. With over 70% of mothers of school-age children in the workforce, the "latch-key" situation cannot be overlooked. Not only do school buildings contain suitable recreational areas (e.g., gymnasiums, outdoor fields) and places to study and congregate, they offer economies in space and transportation which can bring the costs of operating school-age child care programs within the reach of more families. If an after-school program is located anywhere but the school the child attends, the program must usually arrange and pay for mid-afternoon transportation since parents will not be available to transport children at that time.

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The development of additional school-age programs has been an objective of the Governor's Day Care Partnership Initiative. The Office for Children is now administering a new program of grants for this purpose. Forty thousand dollars in federal funds has been awarded to school districts, community organizations and others to begin or expand school-age child care services in the following communities: Belchertown, Boston (Brighton), Brockton, Holliston, Malden, Northborough, Quincy, Southampton and Worcester. The Office is also developing technical assistance materials to help parent and community groups start new school-age programs.

School districts can also promote the development of school-age child care by allowing school children to be transported to after-school programs on regular school buses. This is clearly a need where the child's own elementary school does not house a school-age child care program. In many parts of the state, school buses drive children past after-school programs at YMCA's and community centers only to drop them off at empty homes or street corners. The high cost of providing a separate transportation system has made it impossible to open programs in other communities.

Legislation has been prepared under the auspices of the Governor's Day Care Partnership Initiative to reduce the transportation cost barrier for children needing school-age child care. The bill would permit school districts to transport pupils to licensed child care programs without losing their state reimbursement. State reimbursement is presently restricted by law to the costs of transporting pupils between school and home. The bill was filed in the current legislative session with numerous legislative sponsors and public endorsements.

Helping Adolescent Parents

The growing problem of adolescent parenthood also suggests a role for the schools in child care. Without reliable child care, a teen parent is unlikely to complete his or her schooling. High schools have begun to respond by opening day care centers for the infants and toddlers of their students in communities such as Cambridge, Worcester and Taunton.

The Advisory Committee to the Day Care Initiative addressed this subject in May, 1986, and endorsed a set of policy recommendations calling for local coalitions and a comprehensive service model including special day care centers for the children of teen parents. [6]

The costs of operating day care programs for teen parents are now being shared by local and state government. In FY'87, the Department of Social Services will subsidize specialized day care for approximately 120 children of teen parents in high school and community settings in the following cities: Boston, Cambridge, Chelsea, Fall River, Marlborough, Somerville, Taunton and Worcester. Hundreds of other teen parents are receiving state subsidized care in day care programs with state contracts or through the Employment and Training CHOICES (E.T.) program.

The Commonwealth as Employer

As the largest employer in the state, the Commonwealth of Massachusetts clearly has a role to play as a model employer in helping its employees deal with their dual roles as parents and workers. A study commissioned by the state's Department of Personnel Administration determined that 10.7% of the Commonwealth's 115,600 workers (as counted in the 1980 U.S. Census) had children under six and 10.9% of these workers were single heads of households.

The importance of this issue is highlighted by the fact that in the most recent round of collective bargaining sessions between the Office of Employee Relations and the labor organizations representing state employees, child care was an extremely high priority for the unions.

Responding to this need, the Office of Employee Relations and the state employee unions agreed to address child care concerns in a new and progressive fashion. The Collective Bargaining Agreements contain language creating joint labor-management committees for the purpose of assisting in the establishment and utilization of child care facilities for state employees, and more significantly, set aside $225,000 (for the first time in the state's bargaining history) to implement the initiatives recommended by the committees.

A survey conducted by the Governor's Office of Human Resources found 26 day care centers operating in state-owned buildings in early 1985. By the end of 1986, this number rose to 30 centers with total licensed capacity for 1,162 children. Six of these centers are in state office buildings or institutions and serve mainly state employees. The balance are on college campuses and serve the children of students and staff.

The newest of these centers for the children of state employees is the Transportation Children's Center, which was dedicated in June, 1986, by Governor Dukakis. The center is licensed for 48 children between the ages of 15 months and 5 years.

It is located in space originally planned for day care use during the first Dukakis administration in the State Transportation Building, a modern office building in downtown Boston. Tuitions charged to lower-income parents are subsidized through a sliding fee scale. The center includes a spacious outdoor deck with large climbing equipment and play space.

Under the auspices of the Governor's Day Care Partnership Initiative, one existing and six new sites have been selected for a planned round of expansion in day care facilities. The sites are located in state office buildings, state hospitals for the mentally i[illegible], state schools for the mentally retarded and public health hospitals. Priority was given to sites with the largest concentrations of state employees not already served by a day care center which had space suitable for child care. All newly selected sites will offer infant, toddler and preschool care.

The first project, completed in March, 1987, is a 17-place expansion of the Commonwealth Children's Center which is located in a state office building next door to the State House in Boston. This center was founded in 1982 as a parent-controlled, independent, non-profit organization. The expansion has allowed the center to offer infant and young toddler programs in addition to its existing program licensed for 29 children ages 15 months to 5 years. The center serves state employees and offers a sliding fee scale.

The other projects will result in new day care centers at Westborough State Hospital, Northampton State Hospital, Tewksbury State Hospital, Dever State School (Taunton), Belchertown State School and Western Massachusetts State Hospital (Westfield). When completed, the seven sites will offer day care for 250 additional children.

The state Board of Regents' long-term plan for capital investment in public higher education, "Foundations for

Excellence," announced in October, 1986, gave high priority to the expansion of day care facilities at state universities and colleges. In February, 1987, the Governor proposed a commitment of $3 million for the first year of the plan to fund day care centers on four to seven campuses across the state.

DAY CARE CENTERS FOR STATE EMPLOYEES

● Existing Day Care Centers
▸ Planned Day Care Centers

● State Office Buildings & Facilities:

Commonwealth Children's Center
Cushing Hospital
Fernald School
Hogan Regional Center
Massachusetts Hospital School
Shattuck State Hospital
Transportation Center

● College Campuses:

Berkshire Community College:
- Pittsfield
- Great Barrington

Bridgewater State College
Bristol Community College
Framingham State College
Greenfield Community College
Holyoke Community College
Massasoit Community College
Mt. Wachusett Comunity College
North Adams State College
Quinsigamond Community College
Roxbury Community College
Salem State College
Southeastern Massachusetts University
Springfield Community College
UMASS/Amherst:
- North Village
- New World
- Grass Roots

UMASS Medical Center
UMASS/Boston:
- Harbor
- Boston

Worcester State College:
- Gym Building
- Chicopee Street

▸ State Office Buildings and Facilities:

State House
Springfield Office Building
Belchertown State School
Dever State School (Taunton)
Northampton State Hospital
Tewksbury State Hospital
Westborough State Hospital
Western Mass. State Hospital (Westfield)

▸ College Campuses:

Bunker Hill Community College
Greenfield Community College
Middlesex Community College
Northern Essex Community College
Roxbury Community College
University of Lowell

The need for day care for state employees will be routinely considered whenever the Commonwealth plans new construction or major renovation. Day care is now regularly part of the architectural programming for all major building projects and is included in facility plans, college master plans and other studies now in progress.

In addition, the need for day care for state employees will be routinely considered whenever the Commonwealth plans new construction or major renovation. Day care is now regularly part of the architectural programming for all major building projects and is included in facility plans, college master plans and other studies now in progress. Construction commitments in this category have been made for the Springfield Office Building, scheduled to open in 1988, and Roxbury Community College, scheduled to open in 1987. Design studies including day care centers have been completed in another five construction projects and await capital funding: Bunker Hill Community College, Physical Education Facility; Greenfield Community College Activities Center Building; Northern Essex Community College; University of Lowell; and Middlesex Community College. Once completed, these facilities will offer day care for at least 210 children.

Long-range planning is being conducted by the state's Division of Capital Planning and Operations, in cooperation with the Office of Employee Relations, the Executive Office of Human Services and the Board of Regents, with the goal of placing a day care center in every state-owned facility where a need for and commitment to day care for state employees can be demonstrated. A five-year plan is being developed to guide the cost-effective allocation of resources to areas most in need of day care.

A design manual for day care centers has been prepared in conjunction with the design studies for the seven projects started under the auspices of the Day Care Partnership Initiative . The manual, entitled *Architectural Prototype Document: Study for the Development of Day Care Centers in State Facilities* (January, 1987), contains prototypes and comprehensive design guidelines for day care centers. Although the manual was commissioned by the state's Division of Capital Planning and Operations to streamline and guide day care development in state-owned facilities,

it is expected to become a valuable reference work for developers of public and private day care facilities across the nation. [7]

The Commonwealth's performance as an employer has not beenlimited to establishing day care centers for employees. Alternative work options such as flextime, staggered work hours, part time and job sharing have become available in recent years as a result of both collective bargaining and statutory enactments.

Parental leave up to eight weeks with job security for parents of children under age three (in addition to the eight week maternity leave for female employees authorized by state law) is another benefit which the Commonwealth initiated for state employees through the collective bargaining process.

In the summer of 1987, an informational brochure on child care options and resources will be printed and distributed to state employees by the Joint Labor Management Committees on Child Care established in collective bargaining agreements working in conjunction with the Office of Employee Relations and the Department of Personnel Administration.

Child Care Resource and Referral Agencies

Child Care Resource and Referral agencies ("resource agencies") have been established across the Commonwealth to ensure continued expansion of the supply of good day care through local planning and partnerships. Each resource agency is expected to serve as a broker, identifying and matching local resources to meet local day care needs. Through services to parents and providers, the resource agencies are expected to be knowledgeable about local supply and demand. Their broker role calls for the development of good working relationships with local Chambers of Commerce, Private Industry Councils, school authorities,

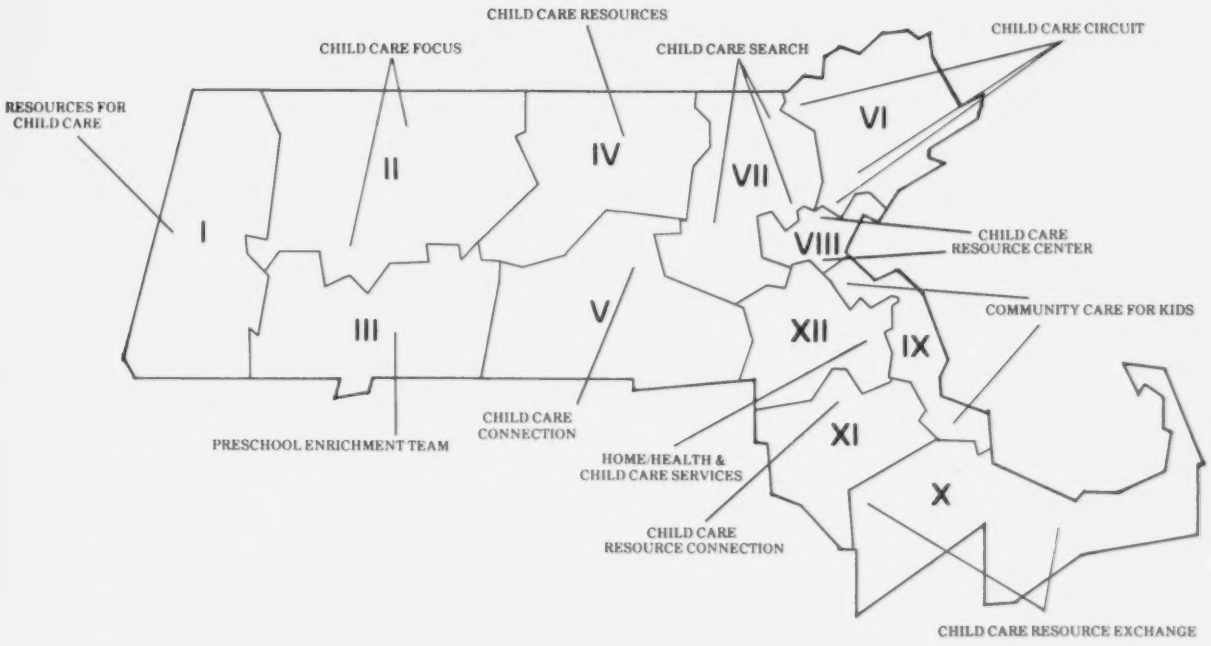
major employers, public officials, philanthropic organizations and labor organizations.

There are now 12 resource and referral agencies offering services to the public at 20 sites across the state. Core services include helping parents find suitable day care, improving day care through training and technical assistance to providers and developing more resources for child care to meet community needs.

There are now 12 resource and referral agencies offering services to the public at 20 sites across the state. Core services include helping parents find suitable day care, improving day care through training and technical assistance to providers and developing more resources for child care to meet community needs. Each resource agency is an independent, non-profit organization supported with public and private dollars. Although Office for Children contracts will fund these core functions, the resource agencies will need to develop additional channels of support in order to develop more comprehensive services.

In FY 1986, the first five resource agencies funded by the Office for Children began to address specific needs in their communities. In Lawrence, for example, the resource agency worked with a local manufacturer to open a worksite day care center; in Holyoke, the resource agency and the local Council for Children led a family day care recruitment drive; and in Worcester, the resource agency assisted a local insurance company in instituting a referral service for employees and financial support to seven local day care agencies willing to give the children of company employees enrollment preference.

MASSACHUSETTS CHILD CARE RESOURCE AND REFERRAL NETWORK



Region	Center	Office For Children Area Served	Year Established	Population (1980 Census)
I	RESOURCES FOR CHILD CARE	BERKSHIRE COUNTY	1987	145,110
II	CHILD CARE FOCUS	FRANKLIN, HAMPSHIRE COUNTIES	1987	203,130
III	PRESCHOOL ENRICHMENT TEAM	SPRINGFIELD, WESTFIELD, CENTRAL PIONEER VALLEY	1985	482,066
IV	CHILD CARE RESOURCES	WACHUSETT, NORTH CENTRAL	1987	191,730
V	CHILD CARE CONNECTION	SOUTH CENTRAL, GREATER WORCESTER, BLACKSTONE VALLEY	1985	451,510
VI	CHILD CARE CIRCUIT	LAWRENCE, CAPE ANN, HERITAGE, LYNN, NORTH ESSEX, EASTERN MIDDLESEX, TRI-CITY	1985	892,796
VII	CHILD CARE SEARCH	LOWELL, GREATER MARLBORO, SOUTH MIDDLESEX, CONCORD-ASSABET, MYSTIC VALLEY, WALTHAM	1986	703,070
VIII	CHILD CARE RESOURCE CENTER	BOSTON, CAMBRIDGE, CHELSEA, SOMERVILLE, WEST SUBURBAN, BELMONT/WATERTOWN REVERE, WINTHROP	1971	1,136,502
IX	COMMUNITY CARE FOR KIDS	COASTLINE, SOUTH SHORE, PLYMOUTH	1987	418,420
X	CHILD CARE RESOURCE EXCHANGE	NEW BEDFORD, CAPE & THE ISLANDS	1985	340,052
XI	CHILD CARE RESOURCE CONNECTION	FALL RIVER, TAUNTON	1987	252,012
XII	HOME/HEALTH AND CHILD CARE	BROCKTON, SOUTH NORFOLK, ATTLEBORO	1987	464,974

III. Creating Safe, Quality Day Care

PARTNERSHIPS FOR DAY CARE

III.

Creating Safe, High Quality Day Care

Child Care Resource and Referral Services to Parents and Providers

The newly established network of twelve Child Care Resource and Referral agencies works directly with parents and day care providers across the Commonwealth to make day care better and safer for children.

Consumer Counseling

Parents often need help in finding the right child care and in knowing what to look for. The Child Care Resource andReferral agencies offer parents up-to-date information and individual counseling on the different types of child care available and on quality factors such as adult-child ratios, group size and age-appropriate play materials. When the resource agencies receive parental complaints about programs, they encourage parents to transmit these to the licensing agency, the Office for Children. Parents can be effective monitors of quality as they are present at each setting twice a day for direct observations and receive daily reports from their children and the caregivers.

During their first year (July, 1985, to June, 1986), the new resource agencies based in Holyoke, Lawrence, Lynn, New Bedford and Worcester assisted a total of 7,400 parents with day care information and referrals. In the following nine months (July, 1986, to March, 1987), the five resources agencies joined by a sixth, the Child Care Resource Center, assisted 13,335 parents. (The Child Care Resource Center, in existence since 1971, joined the Office for Children funded network in September, 1986.)

Training and Technical Assistance

Well trained day care workers and knowledgeable administrators are essential to quality child care. Resource agencies offer training and technical assistance to providers as part of their core services on matters ranging from child behavior to how to set up a day care center. Family day care providers, often working in isolation in their own homes, can turn to a resource agency for support groups, advice on subjects ranging from child safety to taxes and, in some areas, for equipment loans. Between July, 1986, and March, 1987, the six state funded resource centers responded to 7,898 requests for technical assistance from day care providers.

Parent counseling session at Child Care Resource Center, Cambridge

Resource agencies also work to increase training opportunities to improve the skills of day care workers. The resource agency may directly offer workshops and courses or organize more and better coordinated offerings by others, such as local public and private colleges and adult education programs. Between July, 1986, and March, 1987, the six resource centers served 3,120 people through their various training programs.

Special training materials were developed by the resource agencies in the latter part of 1986, using federal training grants administered by the state's Executive Office of Human Services, as follows:

- A manual to train day care administrators in financial and personnel management was prepared and pilot tested by the six resource agencies in operation in 1986.

- In Lawrence, the Child Care Circuit developed training materials to increase the number of programs responsive to minority populations, especially Hispanic and Cambodian. A twelve-week, three-credit course on early childhood development was developed and tested in Spanish to prepare Hispanic child care workers for teacher-level openings in day care centers. In the

Cambodian language using Cambodian resource materials.

- In Lowell, Child Care Search developed a training module for family day care providers on designing home environments for day care which includes a slide tape show and written materials.

- In Quincy, the Community Action Organization developed training material on behavior management for family day care providers.

State Training Initiatives

On the statewide level, the Governor's Day Care Partnership Initiative has led to a transfer of responsibility for day care training to the Office for Children to promote better coordination and broader access. In recent years, state-subsidized training had been limited to day care workers in programs with state contracts. Access to training is being opened to all licensed providers in order to improve the overall quality of child care.

The Executive Office of Human Services implemented a training plan in 1985 and 1986 using $300,000 in one-time federal training funds. Four training conferences were held for 500 family day care providers in 1986. Three conferences were held for day care staff which attracted 400 workers who had not previously attended such sessions. Over the summer of 1986, five two-day seminars were held for over 175 day care administrators covering topics such as financial management, legal issues, staff hiring and supervision. The state's regular year-round offering of courses was supplemented by 14 courses for day care workers in programs without state contracts. A final statewide conference for 150 day care directors, entitled "Critical Issues in Day Care," brought in nationally-recognized speakers to discuss future trends in day care.

Most of these training events devoted substantial time to issues related to preventing and dealing with child abuse and neglect. In addition, the Executive Office of Human Services and the Coalition Against Violence sponsored a conference on "Prevention of Child Abuse: The Challenge in Massachusetts." A slide/tape show and discussion guide for parents and teachers on prevention of child abuse was funded and will be distributed through the statewide network of resource agencies for use by day care programs.

A model program for instructors in the planning and implementation of training for family day care providers, entitled "Enhancing Providers' Skills: Recommendations for Trainers," is being developed by the Office for Children. These guidelines will be accompanied by a resource list and used by the network of resource agencies.

Improved Wages for Day Care Workers

With staff shortages identified as a major barrier to the delivery of good care and with knowledge that day care workers have been chronically underpaid, the Governor's Day Care Partnership Initiative gave high priority to raising the wages of day care workers. The emphasis on wages is also intended to improve the status of the profession and attract more young people to child care as a career.

The Governor's Day Care Partnership Project had recommended that the state increase its contract rates to pay for wage upgrading over two years and offered the following guidelines in its final report:

JOB LEVEL	RECOMMENDED SALARY RANGES
ENTRY	$10,500 - 13,125
TEACHER	12,600 - 15,750
HEAD TEACHER	14,700 - 18,900
COORDINATOR OR CENTER DIRECTOR	17,850 - 21,900
PROGRAM DIRECTOR	18,900 - DEPENDENT ON PROGRAM SIZE

At the time the Initiative began in FY '85, the average salaries paid in state subsidized programs were $7,865 for teacher aides, $10,586 for teachers and $11,844 for head teachers.

Over the two years of the Initiative, the Governor requested and the legislature supported an increase in the annual appropriation for day care by $8 million to raise salaries of child care workers in programs serving state-subsidized children. As a result, salaries to day care workers in participating programs increased by 32%, bringing the average salary of direct care staff up to $16,600 in FY'87. At each level, salaries were increased to within a few percentage points of the midpoint of the recommended range. In each year of wage upgrading, 74% of eligible programs elected to participate. Non-participation was generally attributed to a program's inability to charge equivalent tuition rates to parents whose tuitions are not subsidized by the state.

Salaries to day care workers in participating programs increased by 32%, bringing the average salary of direct care staff up to $16,600 in FY'87

A third round of wage upgrading is needed to bring day care workers up to the midpoint of the schedule and the schedule should be adjusted annually to reflect cost of living increases beginning in FY'87. A survey of benefit levels among programs with state contracts is needed to determine whether programs are below the recommended 25% benefits guideline.

"Upgrading money made it easier to get better-qualified people to submit resumes, especially for the head teacher position."

--Judith Kilgore, Director of Castle Square Child Development Center in Boston

The improvement in salaries has not been limited to programs with state contracts. There has been spillover to other programs which compete for the same pool of child care workers. In its March 1986 salary survey, the Child Care

Resource Center found that salaries of head teachers in metropolitan Boston had risen by 21% since its last survey in 1984. This increase occurred in a sample where fewer than half of the responding programs (28 of 60) had received wage upgrading money from the state.

Compensation has also been dramatically increased for family day care providers who care for state-subsidized children. These workers were receiving an average of $8.50 a day per child prior to the Initiative. The Partnership Project recommended an increase in their daily rate to $10. During the two years of the Initiative, the average daily rate paid to these family day care providers has been brought up by 41% to $12 per child in FY'87. For a family day care provider caring for four children, this represents a change in yearly income from $8,160 to $11,520; for a family day care provider caring for six children (the lawful maximum), this represents a change in income from $12,240 to $17,280 per year.

The increase in rates has made it more possible for family day care systems to recruit and retain providers. However, further plans to develop supervised networks of homes may, in some cases, require a change in a system's relationship with the independent provider, from a contractual to an employment relationship. If this were to occur, a system would need additional funding to pay mandatory social security, unemployment insurance, workers compensation, time-and-a-half for overtime as well as the minimum hourly wage. In addition, if formerly independent providers become employees, this would raise questions about paid holidays, vacations, sick days and other benefits offered to other employees of the agency (e.g., health insurance, pension, etc.).

There was also an unanticipated though beneficial spillover effect of day care wage upgrading for Head Start program staff. These child care workers had also been chronically unpaid. Although Head Start has been funded exclusively by the federal government since its inception, Head Start

administrators in Massachusettssuccessfully appealed to the state legislature for wage equity with their day care colleagues and received a $2.8 million state appropriation in FY'87.

Staff Qualifications and Day Care Center Regulations

The Office for Children regulations governing staff qualifications in group day care settings (i.e., day care centers, nursery schools and homes caring for more than six children) are being reviewed in light of ten years' experience in licensing day care centers. The regulations will be revised in coordination with the new nursery through grade three (N-3) teacher certification being developed by the Department of Education for its new program of Early Childhood Education incentive grants under Chapter 188 of the Acts of 1985.

A central registry of approved child care courses for teacher and head teacher certification has been established at the Office for Children to permit greater predictability and efficiency in determining whether teacher candidates meet the Office's regulations governing job categories. The central registry will also allow the Office to certify teachers directly.

The Group Day Care regulations will also be revised to strengthen provisions regarding the prevention and reporting of child abuse and neglect. Interagency teams and agreements are now in place to improve investigation of reported cases of child abuse in child care settings.

Improving Health Awareness in Day Care

As organized child care settings begin to replace public schools as the earliest sites where public health initiatives can reach large numbers of children, the opportunities for promoting positive child health and development during the early years have grown. The Department of Public Health

has become actively involved in providing training and technical assistance in health, safety and nutrition issues for day care providers, policy makers, regulators and licensors.

A comprehensive health manual for day care, entitled *Health in Day Care: A Guide for Day Care Providers*, was completed in 1987 and offers guidance on all major health and safety issues from communicable diseases to nutrition and first aid. The Massachusetts edition, with references to local regulations and codes, will be available in late 1987.[8] A trainers' guide to accompany the manual was prepared in collaboration with Georgetown University Child Development Center.[9] A nationally-oriented version of the manual is also scheduled for publication in late 1987 by the National Association for the Education of Young Children.

A three-year demonstration project to promote health and reduce health risks in family day care settings is now underway in Worcester County. It is known as the Family Day Care Health Project and serves all licensed family day care providers from an office next door to the Worcester area Child Care Resource and Referral agency. Working with federal funding, the project has developed a home visit intervention protocol to address health and safety risks in family day care settings.

The Department of Public Health's 43 Early Intervention programs are available across the state to provide consultations to day care providers on children who are at-risk of, or have, special needs.

In late 1985, information on the subject of AIDS infection was prepared for day care providers by the Department of Public Health at the request of the Day Care Initiative. This information is included in the current *Recommendations for Caretakers of Children with Clinical AIDS or Evidence of HIV Infection*, available from the Department of Public Health. A series of free lectures on "AIDS and HTLV-III: Caring for

Children" was offered in four locations across the state in January and February, 1986.

A safety training module for day care providers called *Safe Day Care* was developed in 1986 by the Department's Statewide Comprehensive Injury Prevention Program.

The Department's Preschool Health Program meets monthly with Office for Children licensing staff to develop health policy and recently completed a three-day training conference on health issues for all day care center and school-age child care licensors. Program staff participate on day care task forces across state government to increase awareness of health issues.

Strengthening Family Day Care

The relative isolation of family day care--that is, child care which is carried on inside a provider's home--creates a problem in the use of public regulation to enforce standards of safety and quality. Experience to date suggests that many parents are not aware of, or are indifferent to, state licensing of family day care. This permits providers to operate without notifying the Office for Children of their existence and without complying with the health and safety standards in the state's family day care regulations. Thus, whenever additional regulations are proposed for family day care, the proposed benefits must be weighed against the possibility that some providers will cease offering child care or will go "underground," thereby evading Office for Children oversight entirely.

Various incentives are being developed to encourage family day care providers to participate in the licensing system while helping them improve the quality of care they offer. Workshops and support groups are now more readily available to independent family day care providers who may often experience professional isolation. As indicated above, state-subsidized training conferences and courses have been

opened to all licensed family day care providers, not just those affiliated with family day care systems under contract to the state. A collaborative program of orientation for new providers is being planned by Office for Children licensing staff and local Child Care Resource and Referral agencies. The Resource and Referral agencies are also expected to consider the needs of family day care providers in planning their area-based training programs.

In 1986, 21 new licensors for family day care were hired and assigned to field offices to speed the processing of new applications, which had fallen months behind at a time of enormous demand for additional child care services. By January, 1987, the backlog of completed applications had been reduced to less than 5%.

The Office for Children plans to add home inspection visits to its process for licensing family day care homes. Previously, the Office had relied upon registration by mail (i.e., self-certification by applicants) and reference checks by telephone. The inspection visits are to occur within several months of the issuance of a new license and at the time of license renewals every two years. These improvements were recommended by a special task force on family day care convened by the Office in 1986.

The Office for Children will also have visited each of the its licensed family day care homes by the end of 1987, in response to a FY'86 legislative directive.

In 1986 the regulations governing family day care were strengthened with regard to the prevention and reporting of child abuse and neglect. Criminal history background checks of all providers and adult members of their households were instituted.

Regulations for School-Age Child Care

The Office for Children will issue regulations for school-age child care in 1987. These will be among the first comprehensive state regulations for school-age programs in the nation. Public hearings on the proposed regulations were held in May, 1987. Once the regulations are implemented, a new seven-person school-age licensing staff will work with the 400 to 600 school-age programs already operating across the Commonwealth to introduce them to the new standards and assist them in making the transition. School-age programs are already eligible for referrals, technical assistance and training from the Child Care Resource and Referral agencies. Staff training, subsidized by state agencies, and contracts and vouchers from the Department of Social Services are also available to school-age programs.

To the extent that public schools and other community organizations can help school-age programs meet their space and transportation needs, as suggested above, school-age programs will be able to devote their limited resources (generally limited by parents' ability to pay) to offering well-supervised and age-appropriate activities for the school-age child. Although a shortage exists in after-school care for all ages, the needs of the older child (grades 5 to 8) present a special challenge in program design which most communities have yet to complete.

Liability Insurance

A major unanticipated crisis struck the day care community in 1985 when numerous liability insurance policies were withdrawn from the market by insurance companies. Many day care programs discovered that their insurance was being cancelled or not renewed, that replacement policies were not available or available at a much higher cost, that less coverage was being offered and that new exclusions ranging

from off-premises trips to sexual abuse were appearing on policies. The problem was most acute for family day care providers, most of whom had been relying on one out-of-state company that suddenly stopped offering coverage. The prospect of operating without insurance in a society which is increasingly litiginous was sufficient to lead many day care providers to consider closing their doors.

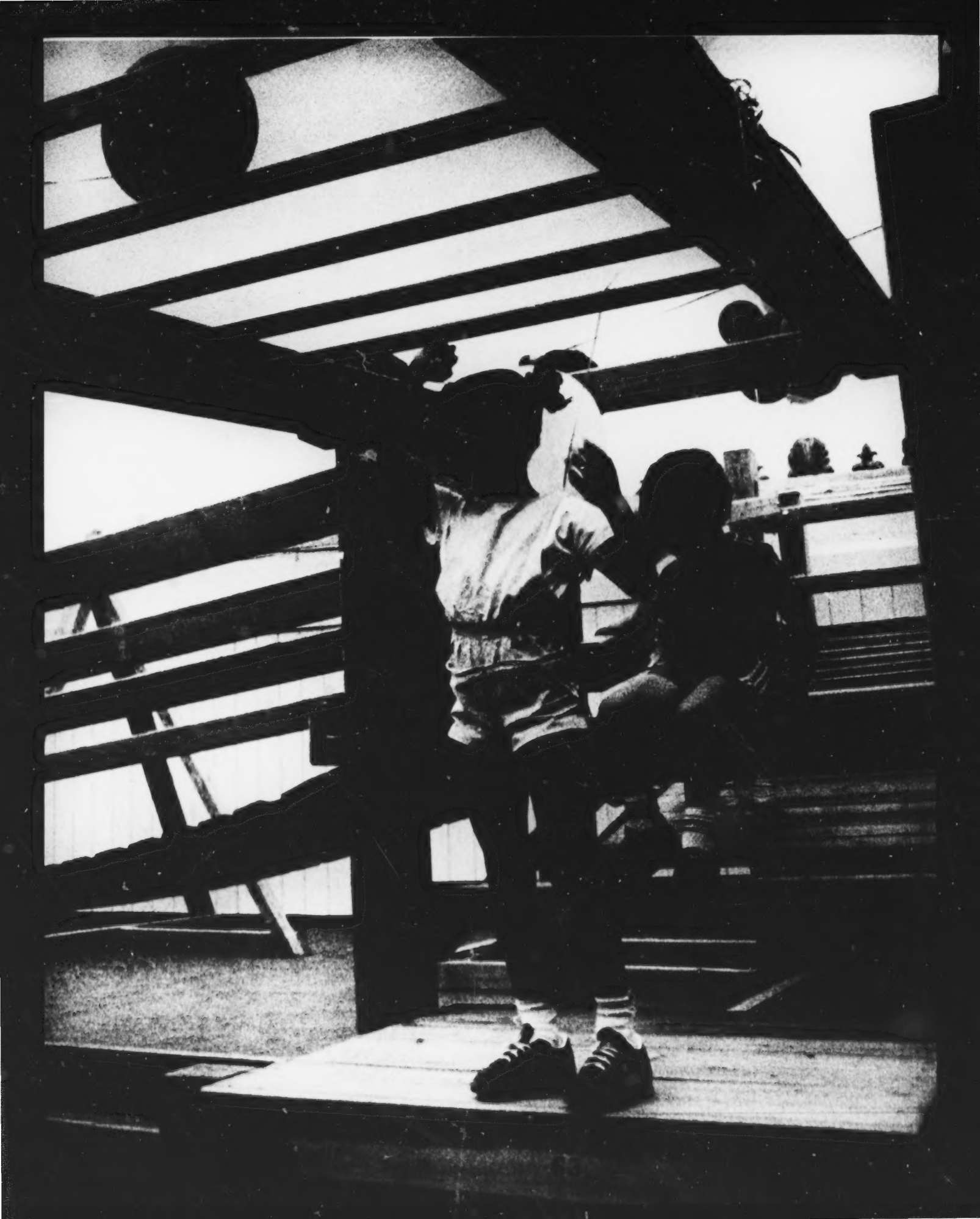
Although insurance was not on the original agenda of the Governor's Day Care Partnership Initiative, it soon became a major area of activity. In September, 1985, when the day care industry was faced with the prospect of no available insurance, Governor Dukakis called a meeting with the heads of the major insurance companies doing business in Massachusetts. The Governor urged them not to abandon day care providers and the working parents who rely upon them. Since that meeting, two major insurance companies have developed liability insurance policies for day care homes and centers in Massachusetts and the number of companies offering policies to day care centers and nursery schools is growing. The soon-to-be introduced licensing of school-age child care programs and the Office for Children's new capacity to inspect family day care homes will also make these forms of child care more insurable.

In September, 1985, faced with the prospect of no available insurance, Governor Dukakis called a meeting with the heads of the major insurance companies doing business in Massachusetts. He urged them not to abandon day care providers and the working parents who rely upon them. Since then, two major insurance companies have developed liability insurance policies and the number of companies offering policies is growing.

In the event that a day care program cannot find any liability insurance or only at a price drastically greater than previously charged, a "last resort" is now available to day care and other human service providers in the form of the Massachusetts Market Assistance Plan (MMAP). The MMAP is a voluntary insurance pool established by several private insurers and the state's Division of Insurance to help providers find coverage and to monitor the market. If the market does not work to provide insurance for insurable risks, then further state intervention may be needed to preserve essential community services such as day care.

IV. Creating Affordable Day Care

PARTNERSHIPS FOR DAY CARE



IV.

CREATING AFFORDABLE DAY CARE

In the United States, child care is treated as a private matter, as a family responsibility to be handled by a child's parents. Yet, good quality day care--that is, day care which is good for the individual child--costs more than many young families can afford. And this is true of the family with only one child in need of day care. In the metropolitan Boston area, the cost of enrolling a three-year old child in a licensed neighborhood day care center or family day care home is likely to be $100 a week or $5,000 a year. Infant and toddler care are generally more costly. Parents are expected to deal with this expense on a pay-as-you-go basis. Faced with the high cost of good child care, working parents may have to opt for less expensive, patchwork arrangements, with a possible sacrifice of reliability, quality or safety. Parents should not have to make such choices. Children deserve safe, stable and nurturing care which helps them grow intellectually, emotionally and physically.

The Cost of Quality Care

The average annual cost of $5,000 per child in licensed day care is a rough measure. Actual costs will vary with the age of the child (with infant care the most expensive) and the nature of the community (urban versus rural, low versus high unemployment). Family day care providers may charge less than center-based care, although family day care rates have begun to climb in more affluent areas with some providers now charging the minimum wage of $3.35 per hour per child. Although costs are already high, they would be higher still if all day care workers were paid a livable salary as suggested in the recommended salary schedule.

WEEKLY CHILD CARE COSTS IN BOSTON, 1985

	FAMILY DAY CARE	CENTER DAY CARE	CARE IN CHILD'S HOME
CHILD UNDER 2 YEARS	$45 -- 160	$90 -- 150	$260 -- 340
CHILD 2 -5 YEARS	40 -- 160	75 -- 110	

Source: Dana Friedman, "Corporate Financial Assistance for Child Care," The Conference Board Research Bulletin No. 117 (1985), cited in Martin O'Connell and David E. Bloom, "Juggling Jobs and Babies: America's Child Care Challenge," Population Reference Bureau, Inc., Population Trends and Public Policy, No. 12 (February, 1987).

Good child care is expensive because it is labor-intensive. According to standards set forth in Massachusetts state regulations, one skilled adult is needed to provide proper care for each group of three infants, or four toddlers or ten preschoolers enrolled in a day care center. Since the typical day in day care runs from at least 8 a.m. to 6 p.m., more than one shift of adults may be needed to cover a day. In family day care, one adult may care for no more than six children at a time, of whom only two may be under two years old.

From Welfare to Work: The Central Role of Child Care in the Success of E.T. CHOICES

For families on welfare, the high cost of child care would be a major barrier to seeking employment and economic independence if subsidized care were not available.

The Massachusetts Employment and Training CHOICES program ("E.T. CHOICES") provides subsidized day care through vouchers to former and current AFDC recipients who

need child care in order to participate in employment or job training. The goal of the program is to eliminate all child care-related barriers to employment for this population.

As of March 31, 1987, 8,329 children of E.T. CHOICES participants or graduates were receiving licensed day care services through the day care voucher program.

The day care voucher program has grown rapidly since the beginning of E.T. CHOICES in October, 1983. In 1984, only 18% of E.T. participants had children under age six. In 1987, nearly 41% of E.T. participants have children under age six. State spending for the day care voucher program has risen 87% from $11.4 million in FY'85 to $21.4 million in FY'87. This reflects an almost threefold increase in the number of children served through vouchers from 2,900 in June, 1985, to 8,329 in March, 1987.

The voucher program supplements the state's main program for purchasing day care services which uses contracts to subsidize care for about 17,500 children. Contracts are preferred for the main program since they give the Commonwealth greater assurances of quality care and accountability. The voucher program is funded by the Department of Public Welfare and administered by the Department of Social Services, which has responsibility for the contracted day care program to assure coordination between the two programs.

Although E.T. participants are strongly encouraged to enroll their children in day care programs with state contracts, these programs are usually fully enrolled and have long waiting lists for subsidized spaces. The E.T. voucher allows the parent to choose from the full range of licensed day care providers including non-contracted resources and allows immediate access to an available day care opening. For the E.T. parent who is about to enter a training program or has just found a job, this flexibility is critical. The voucher program also

offers parents counseling and assistance in finding day care through ten Voucher Management Agencies created to administer the program locally. The Voucher Management Agencies will also recruit and assist new day care providers to meet local shortages. Although separately funded, most of the Voucher Agencies are integrated or affiliated with one of the Child Care Resource and Referral agencies.

E.T. participants are eligible for day care vouchers while they are receiving pre-employment training or education and for twelve months after they begin employment. If the child's day care placement cannot be covered by a day care contract by the end of the twelve months, the E.T. voucher may be "extended" as a DSS voucher to maintain continuity of care for the child. During the entire voucher period, the parent pays a portion of the day care tuition according to the same sliding fee scale as is used in contracted day care.

E.T. CHOICES provides a range of employment and training options to participants, including assessment and career counseling, education and skills training, on-the-job training through Supported Work and job placement through the state's Division of Employment Security.

Since the inception of E.T. CHOICES in October of 1983, over 30,000 women and their families have left the welfare rolls in Massachusetts to go to work, largely in the private sector, at over 10,000 Massachusetts firms. Of the people who have gone off welfare through this program, 86% were still off welfare a year later. After deducting the costs of the program, E.T /CHOICES saved an estimated $121 million in 1986 in reduced welfare benefits and new revenues from social security contributions and income and sales taxes.

As of early 1987, the average starting salary for full-time E.T CHOICES placements was $12,800 per year, more than twice the average yearly welfare grant of $5,600 per year.

The central role played by day care in the success of the

The central role played by day care in the success of the state's Employment and Training CHOICES program has made it clear that subsidized day care is a necessary component of any program intended to help welfare recipients with young children become economically self-sufficient.

state's Employment and Training CHOICES program has made it clear that subsidized day care is a necessary component of any program intended to help welfare recipients with young children become economically self-sufficient. It is equally clear that the subsidy cannot end when the former recipient's income reaches the poverty line, but must be continued on a sliding scale until the parents' income is sufficient to pay the full cost of care.

Subsidized Day Care for Working Families

The Commonwealth also plays a direct role in subsidizing day care for low-income working families, who are not participating in E.T. CHOICES, through the contracted day care program. In addition to the 8,329 low-income children with day care vouchers, there are 13,524 other low-income children enrolled with state subsidies in contracted day care programs while their parents work or participate in work-related training. Taken together, this represents a growth of 33% since FY'85 when the state subsidized day care for 16,392 low-income children for employment-related reasons.

Eligibility for contracted care is based on family income, family size and parental employment or training need. Every family is required to contribute toward the cost of the day care service according to a sliding fee scale which increases with family income. Entry into the program is limited to families earning between 0 and 70% of state median income. For a family of three in FY'87, for example, the maximum amount is $17,292 a year. Once in the program, a family is permitted to continue to receive the subsidized care if its income rises above the 70% mark but only up to 115% of the state median income. For a family of three in FY'87, this ceiling represents an annual income of $28,404. The sliding scale is designed to support low-income working parents by providing affordable day care while preparing them to assume the full cost of day care when they are no longer income eligible for the subsidy.

HOW THE SLIDING FEE SCALE WORKS
Fees Charged to Families Receiving State Subsidized Day Care, FY'87

Example: Family of 2 or 3 members using preschool or family day care	
IF GROSS ANNUAL FAMILY INCOME IS:	THEN THE WEEKLY FEE CHARGED TO THE FAMILY IS:
$10,000	$13.00
16,000	23.00
22,000	53.50
25,000	61.00

Source: Department of Social Services

The size of the fee paid by a subsidized family will vary according to family income, family size and type of care used.

A survey conducted by the Department of Social Services of families with children in contracted day care in September, 1985, found that 95% of the families had incomes at or below 70% of the state median, that 5% had incomes between 71 and 100% of state median income and that less than 1% had incomes above 100% of state median income. The average annual income for families using contracted care was $9,996 and the majority of families consisted of 2 to 3 members.[10]

The state also purchases care for 3,988 children who have protective, preventive or special needs for day care. This is called supportive day care and includes transportation and some social services in addition to day care. Families with protective or preventive needs do not pay fees.

State spending for contracted day care increased by 39% between FY'85 to FY'87, from $53.9 million to $75.1 million.

The number of subsidized, contracted day care places for children increased by 4,799 places or 24% during this period. A substantial part of the new funding went to upgrade quality (e.g., higher wages) and to respond to rising costs (e.g., higher insurance premiums), in addition to serving more children.

NUMBERS OF CHILDREN SERVED IN STATE-SUBSIDIZED DAY CARE
FY'83-FY'87

FOR LOW INCOME FAMILIES	FY '83 (JUNE '83)	FY '84 (JUNE '84)	FY '85 (JUNE '85)	FY '86 EST. (JUNE '86)	FY '87 (DEC. '86)
"Basic" Day Care (via DSS Regular and 4P contracts)	12,357	12,455	13,162	13,051	13,524
Voucher Day Care (DPW-funded vouchers)	2,577	2,901	2,900	6,072	7,139
Voucher Day Care (DSS-funded vouchers, including extended ET vouchers)	1,146	479	330	56	210
SUBTOTALS	16,080	15,835	16,392	19,179	20,873
FOR FAMILIES IN CRISIS					
Supportive Day Care (DSS-funded contracts)	2,257	2,259	3,618	3,853	3,981
Supportive Vouchers (DSS-funded vouchers)	302	1,036	52	50	7
SUBTOTALS	2,559	3,295	3,670	3,903	3,998
TOTALS	18,639	19,130	20,062	23,082	24,861

Source: Department of Social Services

Developing New Partnerships for Affordable Day Care

Although the Commonwealth's subsidies for day care services now benefit over 26,000 children and their families, there are additional families needing financial help with day care costs. Additional resources are needed to help the many families who are on the waiting lists for subsidized care or have incomes over $13,700, which make them ineligible for state-subsidized day care yet unable to afford $5,000 a year in day care tuition.

In FY'87 the Massachusetts legislature appropriated $250,000 to expand day care services and created an Affordability Task Force to address the needs of families earning less than the State's median income yet ineligible for the existing subsidy programs. The Task Force is headed by the Director of the Office for Children.

The Task Force commissioned a study to identify the scope of the affordability problem and to develop ideas for future actions by both the public and private sectors. The study will include a statewide survey of approximately 500 families whose incomes fall below 115% of the state's median income to determine their day care needs, costs, resources and preferences. The study is being jointly sponsored by the state's Office for Children and the United Way of Massachusetts Bay which has contributed $30,000 toward the project. The affordability study will be completed in late 1987.

The Task Force has also designed and launched a new "Affordability Scholarship Assistance Program" (ASAP), on a pilot basis, to provide day care scholarship assistance to working families whose income falls between 71% and 100% of state median income. Qualifying families were awarded these one-year scholarships through lotteries held in communities across the state in June, 1987. The scholarship funds and lotteries are being administered locally by the six most experienced Child Care Resource and Referral agencies. Each agency has received $20,000 for local distribution, and has access to a central pool of $80,000 for additional scholarships if it can raise matching contributions.

Armed with new information from the affordability study and field experience from the scholarship project, the Affordability Task Force will be in a strong position to make policy recommendations for future actions on this issue.

The Advisory Committee to the Day Care Partnership Initiative has been working actively on the affordability issue over the last two years and had a member appointed to the Task Force by the Governor to promote a dialogue between the two bodies.

Some employers have helped to make day care more affordable for their employees by sponsoring worksite day care centers, offering financial assistance through vouchers and similar means, and by including dependent care assistance plans, consistent with the Internal Revenue Code, in their employee benefits programs. (See Appendix Part 1.) The federal child care credit and the Massachusetts child care deduction are two other tax benefits available to help parents pay for day care.

A sign of the times on the Southeast Expressway

Much work remains to be done on the affordability issue. Society's need for affordable day care presents an important challenge for the new Day Care Policy Unit in state government and offers important opportunities for the building of future partnerships between the public and private sectors to generate more resources for day care.

Appendices

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Footnotes

Photo Credits

EMPLOYERS SUPPORTING CHILD CARE PROGRAMS IN MASSACHUSETTS AS OF DECEMBER, 1986

I. EMPLOYERS SUPPORTING DAY CARE CENTERS FOR EMPLOYEES

	Licensed Spaces	Year Opened
A. Private Companies (17 employers, 19 centers)		
Abt Associates	68	1972
Berkshire Life Insurance	19	1985
Braintree Office Park (Flatley Co.)	52	1985
Central Mass. Job Training, Inc.	52	1986
Commerce Insurance Co.	19	1985
Eastern Uniform (Wearguard)	51	1983
Grieco Bros., Inc.	53	1986
Hill, Holiday, Connors, Cosmopulos	36	1985
Howard Johnson*	58	1984
Job Options, Inc.	65	1985
Mass. Mutual Ins. Co.	52	1983
Pilgrim Manor Nursing Home	22	1981
Prospect Hill Office Park	45	1985
Ring Nursing Home	18	1983
Stride Rite Shoe Co.:		
--Cambridge	55	1983
--Boston	55	1971
Wang Laboratories	300	1980
Welch Nursing Home Facilities:		
--Braintree	19	1985
--Weymouth	17	1985
SUB-TOTAL	1,066	
B. Private Hospitals (7 employers)		
Beverly Hospital	53	1982
Burbank Hospital	36	1982
Lowell General Hospital	79	1984
MASCO Child Care Center	47	1982
N.E. Memorial Hospital	33	1971
Newton-Wellesley Hospital	50	1978
St. Elizabeth's Hospital	24	1981
SUB-TOTAL	322	

*Ownership of the day care center was transferred to a parent-organized non-profit corporation following the transfer of ownership and relocation of Howard Johnson Co.

C. State Government (7 centers)

Commonwealth Children's Center	29	1982
Cushing Hospital	45	1986
Fernald School	36	1982
Hogan Regional Center	36	1981
Mass. Hospital School	40	1978
Shattuck State Hospital	42	1969
Transportation Center	48	1986
SUB-TOTAL	276	

D. Federal Government (civilian agencies) (3 centers)

Government Center Child Care	40	1978
V.A. Hospitals:		
--Jamaica Plain	32	1983
--Brockton	15	1981
SUB-TOTAL	87	

E. Local Governments (4 centers)

Boston City Hospital	16	1981
Brookline Public Schools	33	1972
Humphrey Occupational Resource Center	20	1980
So. Berkshire Educational Collaboration	15	1983
SUB-TOTAL	84	
PART I TOTAL:	1,835	

II. CAMPUS DAY CARE PROGRAMS FOR STUDENTS AND SOME EMPLOYEES

A. Private Colleges, Universities and Schools (8 employers, 14 centers)

Boston University	30	1978
Brandeis University	33	1971
Cambridge School of Weston	33	1973
Harvard University		
--Harvard Law	45	early 1970's
--Harvard Yard	66	early 1970's
--Oxford Street	39	early 1970's
--Radcliffe	55	early 1970's
--Medical Area	20	1984
--Peabody Terrace	30	1979
--Soldiers Field Park	83	1976
MIT	60	1972
Northeastern University	32	1978
Tufts University	89	early 1970's
Williams College	36	1984
SUB-TOTAL	651	

B. State Colleges and Universities (18 employers, 23 centers)

Berkshire Community College:		
--Pittsfield	29	1981
--Great Barrington	20	1984
Bridgewater State College	24	1972
Bristol Community Center	35	1980
Framingham State College	28	1980
Holyoke Community College	60	1986
Greenfield Community College	100	1971
Massasoit Community College	24	1973
Mt. Wachusett Community College	49	1983
North Adams State College	36	1969
Quinsigamond Community College	20	1986
Roxbury Community College	75	1983
Salem State College	17	1970
Southeastern Mass. University	39	1981
Springfield Community College	24	1983
UMass/Amherst:		
--North Village	40	1973
--New World	36	1973
--Grass Roots	51	1971
UMass Medical Center	45	1980
UMass-Boston:		
--Harbor	50	1972
--Boston	40	1976
Worcester State College:		
--Gym Building	24	1974
--Chicopee Street	20	1974
SUB-TOTAL	886	
PART II TOTAL:	1,537	

III. EMPLOYERS OFFERING FAMILY DAY CARE (1)

YOU, Inc.	1985

IV. EMPLOYERS OFFERING VOUCHER SUBSIDY PROGRAMS TO EMPLOYEES (4)

Consolidated Group	1984
Polaroid	1970
Springfield Institution for Savings	1986
Zayre Corporation	1983

V. EMPLOYERS OFFERING FLEXIBLE BENEFIT PROGRAMS INCLUDING CHILD CARE (14)

(1985-1986)

Abt Associates
ATEX
Bolt Beranek and Newman
Computervision
Dana Farber Cancer Institute
Genrad
Harvard University
Massachusetts Institute of Technology
North Shore Weeklies
St. Elizabeth's Hospital
Smith College
Somerville Hospital
State Street Bank
Tufts New England Medical Center

VI. EMPLOYERS OFFERING CHILD CARE INFORMATION AND REFERRAL SERVICES (28)

Artificial Intelligence, Waltham	1983
Bank of Boston, Boston	1985
Bank of New England, Boston	1986
Cambridge Development Laboratory, Cambridge	1985
Channing L. Bete Co., South Deerfield	1986
FAXON Co., Westwood	1986
Federal Reserve Bank, Boston	1982
GTE, Waltham	1985
Genetics, Cambridge	1986
Gillette, Boston and North Andover	1981
Graphic Communications, Waltham	1985
Henco Software, Waltham	1985
IBM (statewide)	1984
Information Resources, Waltham	1986
Liberty Mutual, Boston	1985
Lotus, Cambridge	1985
McCormack, Dodge, Framingham	1985
Massport, Boston	1983
Meditech, Watertown	1986
MITRE Corp., Bedford	1985
New England Life Insurance, Co., Boston and Burlington	1984
Paul Revere Insurance, Worcester	1986
Polaroid, New Bedford	1986
Prime Computer, Framingham	1985
Professional Council, Waltham	1985
Sasaki Associates, Watertown	1985
State Street Bank, Boston	1986
WGBH, Boston	1985

STATE GOVERNMENT SPENDING FOR DAY CARE IN FY '85, '86, AND '87

	FY '85	FY '86	FY'87
Department of Social Services			
Day Care Contracts	$50.6	$55.8	$67.8
4P Contracts	3.3	3.3	3.5
Wage Upgrading	---	4.2	3.8
Department of Public Welfare			
Day Care Vouchers	11.4	18.0	21.4
Office For Children			
Licensing	1.0	1.5	2.4
Resource and Referral	.3	.5	1.2
Executive Office of Economic Affairs			
Corporate Child Care		.05	.04
Executive Office of Communities and Development			
Supportive Services for Public Housing	.5	.5	.5
Modernization			.5
Division of Central Planning & Operations			
Day Care Centers		.05	
DAY CARE TOTAL	**$67.1**	**$83.90**	**$101.14**
Department of Education			
Early Childhood Grants			10.2
Head Start Grants			2.8
DAY CARE AND DEPARTMENT OF EDUCATION TOTAL	**$67.1**	**$83.90**	**$114.14**

State spending for day care rose 50% from FY'85 to FY'87. State spending for daycare and early childhood rose 70% from FY '85 to FY'87.

DAYCARE IN MASSACHUSETTS' STATE GOVERNMENT (FY '87)

GOVERNOR'S OFFICE OF HUMAN RESOURCES

Coordination and Policy Oversight of Governor's Day Care Partnership Initiative

EXECUTIVE OFFICE OF HUMAN SERVICES

Department of Social Services (DSS)

- Basic and Supportive Contracts $75 M
- Training $400,000
- Manage Voucher Funds and VMA's
- Pilot Affordability Fund $250,000 (Administered by OFC)

Department of Public Welfare (DPW)

- Funds Vouchers and VMA's to ET CHOICES Participants (administered by DSS) $21.4 M

Office for Children (OFC)

- Licensing $2.4 M
- Resource and Referral Center $1.2 M
- Affordability Scholarship Assistance Program
- Advocacy

Department of Public Health (DPH)

- Training
- Health Issues
- Early Intervention

Rate Setting Commission (RSC)

- Sets Rates

EXECUTIVE OFFICE OF ECONOMIC AFFAIRS

Corporate Child Care Program

- Information and Technical Assistance $40,000

Office of Training & Employment Policy (OTEP)

- Training Related Child Care

Massachusetts Industrial Finance Agency (MIFA)

- Pilot Loan Fund $750,000

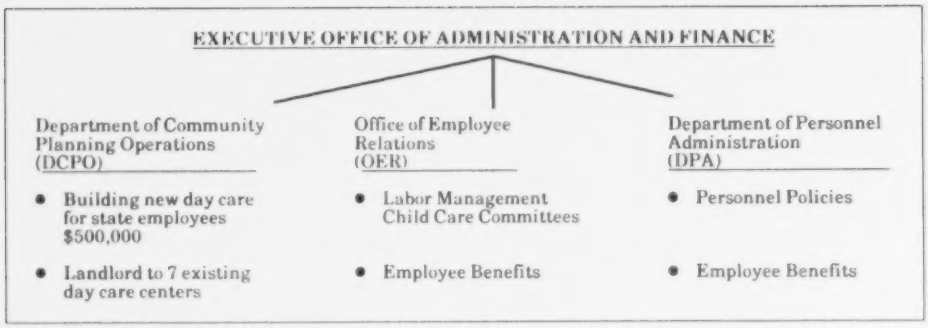
EXECUTIVE OFFICE OF COMMUNTIES AND DEVELOPMENT

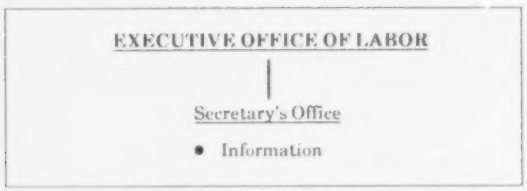
Public Housing

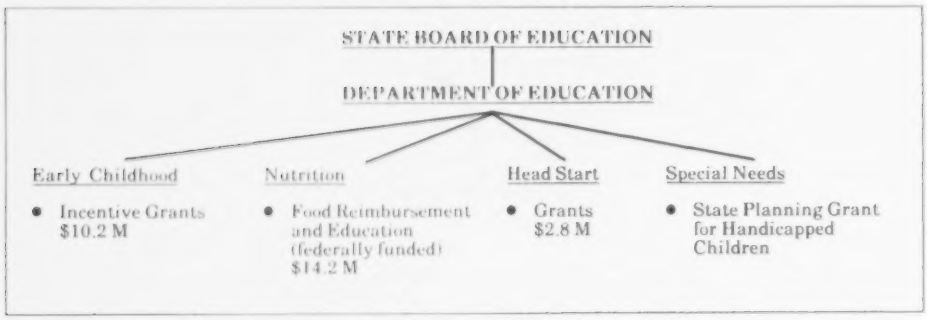
- Supportive Services $500,000 (est.)
- Modernization $500,000 (est.)

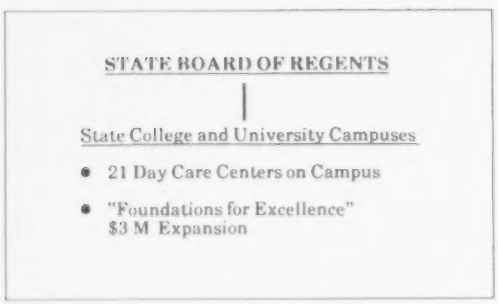
Block Grants

- Grants to Cities and Towns


EXECUTIVE OFFICE OF ADMINISTRATION AND FINANCE
Department of Community Planning Operations (DCPO)
• Building new day care for state employees $500,000
• Landlord to 7 existing day care centers
Office of Employee Relations (OER)
• Labor Management Child Care Committees
• Employee Benefits
Department of Personnel Administration (DPA)
• Personnel Policies
• Employee Benefits


EXECUTIVE OFFICE OF LABOR
Secretary's Office
• Information


STATE BOARD OF EDUCATION
DEPARTMENT OF EDUCATION
Early Childhood
• Incentive Grants $10.2 M
Nutrition
• Food Reimbursement and Education (federally funded) $14.2 M
Head Start
• Grants $2.8 M
Special Needs
• State Planning Grant for Handicapped Children


STATE BOARD OF REGENTS
State College and University Campuses
• 21 Day Care Centers on Campus
• "Foundations for Excellence" $3 M Expansion

DAY CARE CABINET

Catherine M. Dunham, *Director, Governor's Office of Human Resources*

Joan Quinlan, *Governor's Advisor on Women's Issues*

Alden Raine, *Director, Governor's Office of Economic Development*

Robert Schwartz, *Special Assistant to the Governor for Educational Affairs*

Joseph Alviani, *Secretary, Executive Office of Economic Affairs*

Amy Anthony, *Secretary, Executive Office of Communities and Development*

Paul Eustace, *Secretary, Executive Office of Labor*

Philip W. Johnston, *Secretary, Executive Office of Human Services*

Harold Raynolds, Jr., *Commissioner, Department of Education*

Nancy Kaufman, *Assistant Secretary, Executive Office of Human Services*

Former Members:

Evelyn Murphy, *Lieutenant Governor; former Secretary, Executive Office of Economic Affairs*

Gerard Indelicato, *former Special Assistant to the Governor for Educational Affairs*

John Lawson, *former Commissioner, Department of Education*

MEMBERS OF THE ADVISORY COMMITTEE TO THE GOVERNOR'S DAY CARE PARTNERSHIP INITIATIVE

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Work/Family Directions, Boston

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Rainbow Child Development Center, Worcester

Douglas Baird, Executive Director
Associated Day Care Services of Metropolitan Boston

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Community Day Care of Lawrence

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Louise Corbin, Assistant Professor of Early Childhood Education
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Child Care Search, Lowell

Marian Eisenberg, Deputy Director
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Cecile M. Esteves, Executive Director
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Massachusetts Association of School Committees

Jill Herold, Assistant City Manager
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Patricia Hnatiuk, Administrator
Thorndike Street School, Cambridge

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Head Start Program, Community Teamwork, Inc., Lowell

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West Roxbury, Boston

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Springfield Day Nursey, Springfield

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United Way of Massachusetts Bay, Boston

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City of Cambridge

Nancy Mitiguy, Deputy Director
Franklin County Action Council, Greenfield

Gwen Morgan, Director
Work/Family Directions, Wheelock College, Boston

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Grieco Bros., Inc., Lawrence

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Representative Saundra Graham (D-Cambridge), Co-Chair, Federal Financial Assistance Committee

MEMBERS OF THE INTER-AGENCY DAY CARE WORKING GROUP AND OTHER PERSONS IN STATE GOVERNMENT WHO HAVE WORKED ON THE GOVERNOR'S DAY CARE PARTNERSHIP INITIATIVE

(*Asterisks denote members of the Day Care Working Group)

Governor's Office of Human Resources
- Catherine M. Dunham, Director
- * Heidi Urich
- * Constance Williams
- Dennis J. Thomson

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- * Janet Slovin

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- * Nancy Richardson

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- Paul Kerrigan
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Barbara Talcov

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Irene Denty
Lisa Herschbach
Cheryl Hopkins
Susan Stoberski
Ilga Wohlrab

The above list is not complete. We are grateful to the many state workers and officials who have worked and continue to work on the numerous facets of day care whose names do not appear here.

Footnotes

1 Copies may be purchased at the State Book Store, State House, Room 116, Boston, MA 02133, for $2.00 or shipped by first-class mail for $3.25.

2 For more information, contact the Corporate Child Care Program, Executive Office of Economic Affairs, One Ashburton Place, Boston, MA 02108, (617)727-8380.

3 For more information on the Massachusetts Industrial Finance Agency's Corporate Child Care Loan Fund and efforts to date, contact Massachusetts Industrial Finance Agency, 400 Atlantic Avenue, Boston, MA 02210 (617)451-2477.

4 For a copy of *Child Care Options for the Workplace*, contact the Executive Office of Labor, One Ashburton Place, Room 2112, Boston, MA 02108.

5 Copies are available from the Community Education Office, Massachusetts Department of Education, 1385 Hancock Street, Quincy, MA 02169.

6 Copies of the Proposed Policy Recommendations are available from the Day Care Policy Unit, Executive Office of Human Services,One Ashburton Place, Boston, MA 02108.

7 Copies may be purchased at the State Book Store, State House, Room 116, Boston, MA 02133, for $12.25 or shipped by first-class mail for $14.65.

8 Copies will be available at cost at the State Book Store, State House, Room 116, Boston, MA 02133.

9 Copies may be ordered from the Georgetown University Child Development Center, 3800 Reservoir Road, Washington, D.C. 20007.

10 Reported in FY'86 Day Care Report, available from the Massachusetts Department of Social Services, 150 Causeway Street, Boston, MA 02114.

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